

# Emergency Support Function #14 – Long Term Community Recovery and Mitigation

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## Primary Agency

Department of Planning, Building, and Development

## Secondary/Support Agencies

Economic Development  
Department of Neighborhood Services  
Emergency Management  
Fire-EMS Department  
Police Department  
Public Works Department  
Parks and Recreation Department  
Roanoke City Schools  
Roanoke Housing and Redevelopment Authority  
Virginia Department of Housing and Community Development  
Virginia Department of Health – Roanoke Health Department  
Department of Libraries  
Department of Technology  
American Red Cross  
Amateur Radio Emergency Services  
Roanoke Valley Resource Authority

## I. Introduction

### A. Purpose

Emergency Support Function (ESF) #14 – Long Term Community Recovery and Mitigation develops a comprehensive and coordinated recovery process that will bring about the prompt and orderly restoration of community facilities and services, infrastructure, and economic base, while providing for the health, welfare and safety of the population.

1. ESF #14 recognizes the primacy of affected governments and the private sector in defining and addressing risk reduction and long term community recovery priorities.
2. Support is tailored based on the type, extent, and duration of the event and long-term recovery period, and on the availability of local, State and Federal resources.
3. Long-term community recovery and mitigation efforts are forward looking and market-based, focusing on permanent restoration of infrastructure, housing, and the economy, with attention to mitigation of future impacts of a similar nature, when feasible.
4. The Federal Government uses the post-incident environment as an opportunity to measure the effectiveness of previous community recovery and mitigation efforts.

5. ESF #14 facilitates the application of loss-reduction building science to the rebuilding of critical infrastructure (e.g., in repairing hospitals or emergency operation centers to mitigate for future tornado risk).

## **B. Scope**

ESF #14 support may vary depending on the magnitude and type of incident and the potential for long term and severe consequences. ESF #14 will provide coordination during large-scale or catastrophic incidents that require assistance to address significant long-term impacts in the affected area. Activities within the scope of this function include:

1. Advise on the long-term recovery implications of response activities and coordinate the transition from response to recovery in field operations.
2. Work with City Departments; other local governments; non-governmental organizations; and private-sector organizations to conduct comprehensive market disruption and loss analysis and develop a comprehensive long-term recovery plan for the community.
3. Identify appropriate State and Federal programs and agencies to support implementation of the long-term community recovery plan, ensure coordination, and identify gaps in resources available.
4. Determine/identify responsibilities for recovery activities, and provide a vehicle to maintain continuity in program delivery among departments and agencies, and other involved parties, to ensure follow-through of recovery and hazard mitigation efforts.
5. Develop coordination mechanisms and requirements for post-incident assessments, plans, and activities that can be scaled to incidents of varying types and magnitudes.
6. Establish procedures for integration of pre-incident planning and risk assessment with post-incident recovery and mitigation efforts.
7. Facilitate recovery decision making across ESFs. Also facilitate awareness of post incident digital mapping and pre-incident hazard mitigation and recovery planning across ESFs.

## **C. Policies**

1. Long term community recovery and mitigation efforts are forward looking and market based, focusing on permanent restoration of infrastructure, housing and the local economy, with attention to mitigation of future impacts of a similar nature when feasible;
2. Use the post-incident environment as an opportunity to measure the effectiveness of previous community recovery and mitigation efforts;
3. Facilitates the application of loss reduction building science expertise to the rebuilding of critical infrastructure; and
4. Personnel will stay up to date with policies and procedures through training and education.

## II. Concept of Operations

### A. General

The recovery phase is characterized by two components:

1. The emergency recovery phase which deals primarily with life saving and emergency relief efforts (i.e., clearing roads, restoring power, and securing structures for search and rescue); and
2. The broader recovery and reconstruction component which deals with more permanent and long-term recovery and redevelopment issues.

Although all City departments are involved in both components, the emphasis and focus changes among departments as they shift from one component to the other. In the emergency recovery component, the primary departments involved include Fire-EMS, Police, Health, Social Services, Public Works departments, and City Schools; whereas in the recovery and reconstruction component, the emphasis shifts to departments and agencies dealing with housing and redevelopment, public works, economic development, land use, zoning, and government financing. The two components will be occurring simultaneously with the emergency recovery component taking precedence in the initial stages of recovery, and the recovery and reconstruction component receiving greater attention as the recovery process matures.

Emergency Management will be the lead coordinating department in the life-saving and emergency recovery component of the recovery process; and the Department of Planning, Building, and Development will be the ESF Group Supervisor and work closely with Public Works (Engineering), Housing and Neighborhood Services, and Emergency Management during the reconstruction phase.

The recovery analysis process is comprised of the following phases:

1. Re-entry,
2. Needs assessment,
3. Damage assessment,
4. Formulation of short- and long-term priorities within the context of basic needs and available resources, and
5. The identification and implementation of appropriate restoration and development strategies to fulfill priorities established, as well as bring about an effective recovery program.

The damage assessment process for the City is described in the Damage Assessment Support Annex of the EOP. Team leaders for the Damage Assessment Teams have been identified and the necessary forms are included within the support annex. Although damage assessment is primarily a local government responsibility, assistance is provided by State and Federal agencies, as well as private industry that have expertise in specific functional areas such as transportation, agriculture, forestry, water quality, housing, etc.

The process to request and receive federal assistance will be the same as all other natural or man-made disasters. The Virginia Department of Emergency Management will be the coordinating state agency in the recovery process, and FEMA will be the coordinating federal agency. Utilizing the preliminary damage assessment information collected, short-term and long-term priorities are established and recovery strategies developed in coordination with other state agencies, local governments, the federal government, and private industry.

Short-term recovery strategies would include:

1. Emergency Services;
2. Communications networks;
3. Transportation networks and services;
4. Potable water systems;
5. Sewer systems;
6. Oil and natural gas networks;
7. Electrical power systems;
8. Initial damage assessment;
9. Emergency debris removal;
10. Security of evacuated or destroyed area; and
11. Establishing a disaster recovery center and joint field office

Long-term strategies would strive to restore and reconstruct the post-disaster environment to pre-existing conditions. Federal and State agencies will provide technical assistance to the City in the long-term planning and redevelopment process. Economic aid will be provided to assist in rebuilding the economic base, replacing and restoring the housing inventory, and ensuring that all construction and development complies with building codes and plans. Regional cooperation and coordination shall be stressed and promoted at all levels in order to achieve the priorities established and facilitate recovery efforts. The City will develop strategies in coordination within the Roanoke Valley governments and Economic Planning Councils. Federal and State catastrophic disaster plans will support this effort. Items or actions to be focused on in this phase include:

1. Completion of the damage assessment;
2. Completion of the debris removal;
3. Repairing/rebuilding the transportation infrastructure;
4. Repairing/rebuilding of private homes and businesses; and
5. Hazard Mitigation projects.

## **B. Organization:**

The Emergency Management Director/Coordinator will direct response, recovery, and reconstruction efforts in the disaster impacted areas of the City, in coordination with all local departments, and the appropriate state and federal agencies.

A Presidential Declaration of Disaster will initiate the following series of events:

1. Federal Coordinating Officer will be appointed by the President to coordinate the federal efforts;
2. State Coordinating Officer will be appointed by the Governor to coordinate state efforts;
3. A Joint Field Office (JFO) will be established within the state (central to the damaged area) from which the disaster assistance programs will be coordinated; and
4. A Disaster Recovery Center (DRC) will be established in the affected areas to accommodate persons needing individual assistance after they have registered with FEMA.

A Presidential Declaration of Disaster may authorize two basic types of disaster relief assistance:

1. Individual Assistance – Supplementary Federal Assistance provided under the Stafford Act to individuals and families adversely affected by a major disaster or emergency. Such assistance may be provided directly by the Federal government or through State or local governments or disaster relief organizations.
2. Public Assistance – Supplementary Federal Assistance provided under the Stafford Act to State and Local governments or certain private, non-profit organizations other than assistance for the direct benefit of families and individuals.

As potential applicants for Public Assistance, local governments and private nongovernmental agencies must thoroughly document disaster-related expenses from the onset of an incident.

Mitigation has become increasingly important to local officials who must bare the agony of loss of life and property when disaster strikes. The Emergency Management Director/Coordinator will coordinate with Engineering who will take the lead in determining mitigation projects needed following a disaster and make applications for available mitigation grants.

## **C. Actions**

1. In cooperation with other ESFs, as appropriate, use hazard predictive modeling and loss estimation methodology to ascertain vulnerable critical facilities as a basis for identifying recovery priorities;
2. Gather information to assess the scope and magnitude of the social and economic impacts on the affected region;
3. Coordinate and conduct recovery operations;
4. Conduct initial damage assessment (See Damage Assessment Annex);
5. Coordinate early resolution of issues and delivery of assistance to minimize delays for recipients;

6. Coordinate assessment of accuracy and recalibration of existing hazard, risk, and evacuation modeling;
7. Facilitate sharing of information and identification of information of issues among agencies and ESFs;
8. Facilitate recovery decision making across ESFs;
9. Facilitate awareness of post incident digital mapping and pre-incident hazard mitigation and recovery planning;

## **D. Responsibilities**

1. Primary Department (Planning, Building, and Development)
  - a. Implement plans that address key issues such as temporary and permanent housing, debris removal, decontamination and environmental restoration, restoration of public facilities and infrastructure, restoration of the agricultural sector and short and long-term economic recovery;
  - b. Notify all ESF-14 supporting agencies upon EOC activation, as needed;
  - c. Review mitigation plans for the early identification of mitigation projects to reduce socio-economic consequences;
  - d. Support Real Estate Evaluation in the development of damage assessment teams and develop plans to obtain and analyze damage assessment data;
  - e. Coordinate the identification of federal and state programs to support the implementation of long-term recovery plans;
  - f. Provide technical assistance in City and municipal planning;
  - g. In conjunction with Public Works, coordinate the National Flood Insurance Program;
  - h. Support Engineering on conducting outreach activities on floodplain management and insurance as deemed appropriate based on the event;
  - i. Assist Public Works in the development of flood recovery maps as necessary;
  - j. Develop plans for post-incident assessment that can be scaled to incidents of varying types and magnitudes;
  - k. Develop action plans identifying appropriate agency participation and resources available taking into account the differing technical needs for risk assessment and statutory responsibilities by hazards;
  - l. Ensure participation from primary and support agencies;
  - m. Lead post-incident assistance efforts;
  - n. Identify areas of collaboration with support agencies and facilitate interagency integration; and
  - o. In conjunction with the ESF #3 Group Supervisor or Debris Management Unit Leader, support debris management.
2. Support Departments
  - a. Economic Development

1. Develop long-term strategies that strive to restore and reconstruct the post-disaster environment to pre-existing conditions.
2. Coordinate the identification of federal and state programs to support the implementation of long-term recovery plans;
3. Conduct outreach activities on floodplain management and insurance as deemed appropriate based on the event;
4. Work to develop strategies in coordination within Roanoke Valley governments and local Economic Planning Councils.

b. Department of Neighborhood Services

1. Support Economic Development in the ESF-14 objectives;
2. Coordinate the repairing/rebuilding of private homes and businesses; and
3. Support Real Estate Evaluation in the development of damage assessment teams and develop plans to obtain and analyze damage assessment data.

c. ESF #5 (Emergency Management)

1. Document damage assessment information received in the EOC to determine the priority areas for the damage assessment teams to survey;
2. As soon as the magnitude of the disaster is determined, request that VDEM deploy the State Assessment Team;
3. Request a damage assessment team and/or support from the Red Cross;
4. Notify all ESF-14 supporting agencies upon EOC activation; and
5. Establish a disaster recovery center and joint field office as needed.

d. ESF #3 (Public Works)

1. In conjunction with ESF #1 (Transportation):
  - a. Determine the transportation requirements necessary to conduct debris removal operations.
  - b. Determine the priority for clearing the road system in the City.
2. In conjunction with the Environmental Administrator and the Roanoke Valley Resource Authority, determine the capability of the landfill to accept disaster debris or establishing burn sites for disaster debris.
3. In conjunction with ESF #7 (Resource Support), contract with local vendors to conduct immediate debris removal operations and when the debris removal capacity exceeds local capabilities; coordinate with national companies to conduct debris removal.
4. Confirm that the Water Authority conducts the appropriate tests to ensure that water quality is maintained following the disaster.
5. Assign staff to identify and document the economic impact and losses avoided due to previous mitigation projects and determine new priorities for mitigation in the affected areas;
6. Assist in the development of flood recovery maps as necessary

e. ESF #4 (Fire-EMS Department)

1. Conduct an immediate assessment on the capability and availability of firefighting resources in the City;
2. Determine the immediate need for firefighting services with ongoing fires as a result of the disaster;
3. In conjunction with ESF-8 and ESF-13, coordinate ESF-9 – Search and Rescue and ESF-10 – Hazardous Material operations in the City; and
4. Coordinate mutual aid requests and any resource requests for through the EOC.

f. ESF # 13 (Public Safety & Security)

1. Enforce curfews as imposed;
2. Establish traffic control around areas where homes, businesses, and critical infrastructure has been damaged;
3. Establish traffic control points as necessary to establish security around disaster areas;
4. Verify that personnel attempting to enter restricted or disaster areas are residents or response personnel who can display approved access passes prior to entry;
5. Submit all requests for law enforcement assistance through the EOC; and
6. Establish assembly areas for law enforcement assistance arriving from other counties across the state.

g. ESF #1 (Transportation)

1. Plan for and provide technical assistance in transportation planning and engineering;
2. Coordinate damage assessment of the City's road system, including Engineering performing structural evaluations of all bridges; and
3. Assist in obtaining transportation assistance as needed in the removal and disposal of disaster debris.

h. Department of Technology

1. Ensure continuity of Communications Networks;
2. Use hazard predictive modeling and loss estimation methodology to ascertain vulnerable critical facilities as a basis for identifying recovery priorities; and
3. Assist in the development of flood recovery maps as necessary.

i. Health Department

1. Conduct an immediate assessment of the availability and capability of area hospitals and medical facilities to provide patient care;
2. Provide technical assistance in the removal and management of contaminated debris and environmental remediation;
3. Coordinate requests and activation of the state and federal mass fatality plans, NDMS, and DMORT activities; and

4. Coordinate vector control programs.

j. ESF #10 (Oil and Hazardous Materials)

1. Determine if hazardous materials operations are required following the disaster;
2. Determine if hazardous materials operations can be conducted using only local assets;
3. If assistance is needed for the Region VI VDEM Hazardous Materials Team, submit the request through the EOC;
4. Coordinate all hazardous materials operations through ESF-4 (Fire), ESF-8 (Health & Medical) and ESF-13 (Public Safety & Security) to insure that adequate local assistance is received; and
5. Coordinate Hazardous Materials activities with City Environmental Administrator.

k. American Red Cross

1. Support Damage Assessment and share information gathered;
2. Provide trained CERT members to participate in Long-Term Recovery programs as needed;

l. Roanoke Housing and Redevelopment Authority

1. Assist City Departments in ensuring adequate housing is available for disaster victims.

m. ESF #15 (External Affairs)

1. Approve all press releases from all departments prior to release to the media;
2. Ensure that procedures are in place to so that timely and accurate information is provided to the public regarding:
  - a. Status of emergency conditions within the affected areas;
  - b. The availability of emergency services;
  - c. Additional measures necessary to protect public health and safety;
  - d. Availability of relief of relief supplies and donated goods;
  - e. Status of power and telecommunications services being restored; and
  - f. Availability and safety of water through the County's water and Sewer Authority.
3. Establish the City Joint Information Center and ensure it is staffed appropriately; and
4. Coordinate and conduct tours for the media and VIPs in the affected areas.

**Tab 3 to Emergency Support Function #14**

**DISASTER RECOVERY CENTERS**

(To be determined)

Name	Location
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**Tab 4 to Emergency Support Function #14**

**JOINT FIELD OFFICE LOCATIONS**

(To be determined)

Name	Location